

OPP Recommended 5/92 AGP

PRESS PACKET

FY 1992 RECOMMENDED ANNUAL GROWTH POLICY

**MONTGOMERY COUNTY GOVERNMENT
Office of Planning Policies
217-2430**



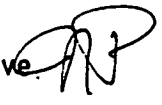
Montgomery County Government

ROCKVILLE, MARYLAND 20850

M E M O R A N D U M

January 1, 1991

TO: Isiah Leggett, President
Montgomery County Council

FROM: Neal Potter, County Executive 

SUBJECT: Executive's Recommended FY 92 Annual Growth Policy

I am pleased to transmit to you the Recommended FY 92 Annual Growth Policy. As required in County law, this document is prepared by the Planning Board, with my additions and modifications indicated in the text. The Annual Growth Policy (AGP) provides us the opportunity to coordinate various governmental activities in order to manage the pace of growth in Montgomery County. It recommends how new subdivision approvals can best be timed to match our ability to fund and build new public facilities. You are also receiving my Recommended FY 92-97 Capital Improvements Program.

I began this year's Annual Growth Policy and Capital Improvements Program deliberations by outlining the planning and fiscal policy objectives that I hope to see Montgomery County accomplish during my administration. These objectives reflect my fundamental values and priorities. I believe that they respond to the concerns of County residents, as voiced during the recent political debate.

I recommend that we use the following objectives to guide our land use, economic policy and fiscal decisions during the coming years:

Rate and Type of Growth

Moderate the rate of development.

Balance jobs and housing.

Promote new housing construction.

Support existing businesses.

Land Use Patterns and Public Infrastructure

Maximize the use and benefits of public facility investments.

Provide roads, schools and other facilities needed for existing and approved development.

Quality of Life

Protect and restore environmental resources and place greater emphasis on pollution control and conservation efforts.

Give greater attention to neighborhood facilities and community identity.

Protect and conserve agricultural land and green space.

Fiscal Constraints

Target scarce Capital Improvements Program dollars to address immediate needs and to control operating expenses.

Redistribute revenue burden and stabilize revenue sources.

Staging Ceilings for New Subdivision Approvals

The principal function of the Annual Growth Policy is to determine how much new development can be approved, given the additional public facilities that can be completed in the first four years of the construction budget.

My consideration of the Planning Board's Recommended Draft AGP was necessarily tempered by the serious fiscal situation that we are facing. As you may know, the Planning Board recommended only one growth option to me: that the transportation facilities be moved up a year -- from the fifth year of the Approved FY 91-96 CIP to the fourth year of this CIP. Due to fiscal limitations, the FY 92-97 Recommended CIP delays certain transportation, education, and other important public facility projects.

As a result, the potential for new subdivision approvals in my recommendation is lower than that anticipated by the Planning Board, and, in fact, lower than what was approved in the FY 91 Annual Growth Policy. Although this reduction is caused primarily by fiscal conditions, it is consistent with my goal of moderating the rate of growth in Montgomery County.

New Growth Policy Area for the City of Gaithersburg

The Planning Board has used this AGP to consider several approaches

to creating new policy areas, as requested by the County Council last spring. The Board has recommended that we show separate policy areas for the Cities of Gaithersburg and Rockville, which have powers to plan and stage growth within their boundaries. In addition, the Board recommends several new policy areas around these jurisdictions. I concur with the Board's approach.

New Transit Station Policy Areas

The Planning Board also recommends that we establish new transit station policy areas around each of our operating Metrorail stations. I concur with this approach as a long-term strategy which will favor new development in areas where we have placed our biggest investment in transportation.

However, I do not agree that we should create growth ceilings for each of these areas this year. I also believe that we should be looking beyond Metrorail stations for transit area designations. Our master plans anticipate transit nodes not only at Metro stations, but also at future locations in Germantown and elsewhere.

I recommend a modified approach to establishing transit policy areas. I suggest that we create these areas when all of the following criteria are met:

- a transit center exists or is planned, and
- the County has recently approved a master/sector plan amendment, and
- we have planned for high-density, mixed-use development.

Having applied these criteria to the Planning Board's recommended new transit policy areas, I conclude that we should proceed as follows:

- create transit policy areas this year in the Wheaton CBD and Germantown Town Center;
- create areas for Grosvenor, White Flint, Twinbrook, Friendship Heights and Shady Grove as soon as master plan amendments are complete;
- revise the ceilings for existing transit policy areas, in Silver Spring CBD and Bethesda CBD, when these area sector plan amendments are complete;
- delete Forest Glen from consideration as a transit policy area, because it is not planned for high-density, mixed-use development; also delay the designation of Takoma Park as a

transit policy area until its area master plan is revised,
because the recommended TS-M zoning there may never be utilized.

I am not recommending growth ceilings for the new transit policy areas at this time. Rather, I have asked Executive staff to discuss my ideas for how these ceilings should be set with the Planning Board and its staff. I will provide a follow-up memorandum continuing my recommendations in the spring.

Germantown Town Center Policy Area

I am including a new recommendation for Germantown. I believe designating a separate Town Center policy area will enable the County to implement a policy directive of the Germantown Master Plan: to foster the development of the Town Center. A Town Center Design Study, recently completed by the Planning Board, indicates that the Town Center is viable and merits new implementation strategies. Germantown residents support actions to expand and develop their town center.

Germantown has existing transit service. The MARC station serves 1,000 passengers daily and we have community feeder buses in service. The area master plan, adopted in 1989, envisions another transit center at the eastern end of the Town Center, and high-density, mixed-use development on the key parcel near that transit stop. The Town Center Design Study reinforces the location and importance of this additional transit service. Furthermore, the study provides detailed guidance on how the various mixed-use parcels in the Town Center should be developed.

While I feel that it is important to apply the policy area designation now to the Town Center in order to implement the master plan, significant new County-funded transit service must await an upturn in the County's fiscal picture and/or new revenue sources.

Growth Management Strategies to Moderate the Rate of Development

I believe strongly that the County needs to reconsider some basic precepts of our growth management system in order to accomplish several of my key planning objectives:

- moderate the rate of development;
- balance jobs and housing;
- promote new housing construction; and
- support existing businesses.

Isiah Leggett
January 1, 1991
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Therefore, this Annual Growth Policy contains several important recommendations for Countywide goals to meet these objectives. I believe that we should aim to stabilize construction rates at 6,000 houses per year, and nonresidential space to accommodate not more than 9,000 jobs per year. I believe that we should make substantial revisions to our master plans to target a jobs-to-housing ratio for Montgomery County of 1.5 or less, not 2.5 as permitted by existing zoning. I believe that we must find means and incentives for housing construction, even in difficult economic times such as we are now experiencing. I also believe it is essential to promote the stability and gradual expansion of our existing businesses.

In order to achieve these goals, I have asked Executive staff to begin a review of the County's growth policy tools. I expect to consult with interested citizens and property owners, and with the Planning Board, before sending to Council my recommendations for change. Included in our review of possible strategies will be the moving of the point of testing for adequate public facilities from the time of subdivision approval to the granting of building permit. They may also include suggestions for shortening the time that approved subdivisions remain valid, and approaches for permitting the transfer of pipeline approvals.

I have also asked the staff to explore means of making housing more economically feasible at prices affordable to young families and to those on limited incomes. I intend to consider revised zoning practices that would encourage more moderate income garden apartment construction within areas presently zoned for industrial development, and stronger incentives for high-density housing construction within our business districts.

Summary

I congratulate the Planning Board and its staff for the thorough discussion of growth issues contained in the Final Draft Annual Growth Policy. I hope that my recommended objectives, ceilings, and new policy area criteria will enhance the discussion of how Montgomery County manages its future. I look forward to exploring with all of you how we can improve and implement the growth policies of the County in 1991, and the years ahead.

NP:cfm

cc: Montgomery County Planning Board

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ANNUAL GROWTH POLICY OVERVIEW

Montgomery County, Maryland
FY 1992

- Required by Chapter 33A, Article II, Montgomery County Code.
- Coordinates the powers of government to limit or encourage growth.
- Ties public facility and fiscal decisions to growth policy decisions:
 - Capital Improvement Program (CIP) lists public facilities;
 - Annual Growth Policy (AGP) recommends growth staging plans.
- Process:
 - Executive recommends AGP at same time as CIP;
 - Council adopts CIP, then AGP;
 - Planning Board uses AGP guidelines when approving new subdivisions.

ANNUAL GROWTH POLICY

Montgomery County, Maryland
FY 1992

COUNTY EXECUTIVE'S PLANNING AND FISCAL POLICY OBJECTIVES

Rate and Type of Growth

Moderate the rate of development.

Balance jobs and housing.

Promote new housing construction.

Support existing businesses.

Land Use Patterns and Public Infrastructure

Maximize the use and benefits of public facility investments.

Provide roads, schools and other facilities needed for existing and approved development.

Quality of Life

Protect and restore environmental resources and place greater emphasis on pollution control and conservation efforts.

Give greater attention to neighborhood facilities and community identity.

Protect and conserve agricultural land and green space.

Fiscal Constraints

Target scarce Capital Improvement Program dollars to address immediate needs and control operating expenses.

Redistribute revenue burden and stabilize revenue sources.

EXECUTIVE'S AGP RECOMMENDATIONS

Montgomery County, Maryland

FY 1992

Response to Planning Board Scenarios

- Support the creation of separate policy areas for the Cities of Gaithersburg and Rockville.
- Support the creation of new transit station policy areas.
 - Do not set growth ceilings this year.
 - Consider transit nodes other than at Metro stations.
 - Support master plan recommendations for the Germantown Town Center by creating a transit policy area.

Proposals to Moderate the Rate of Growth

- Anticipate changes to growth management strategies.
 - Goal: Stabilize construction rates at 6,000 houses per year and 9,000 jobs per year.
 - Aim for a Countywide jobs-to-housing ratio of 1.5 or less, by changing master plans and zoning.
 - Promote housing that is affordable to young families and those on fixed incomes.
- Review new approaches, including
 - Shortened life for subdivision approvals.
 - Test for adequate facilities at building permit issuance.
 - Allow transfer of pipeline approvals.
- Specific recommendations will be sent to Council in the spring, after consultation with Planning Board, community, and property owners.

ANNUAL GROWTH POLICY

Montgomery County, Maryland

FY 1992

NEW CONSTRUCTION POTENTIAL

- Montgomery County will continue to grow as approved subdivisions build out.
- There are over 30,000 housing units and over 96,000 jobs in the pipeline of approved subdivisions.
- There are approximately 17,000 housing units and 21,000 jobs in net remaining capacity, as shown in the Planning Board's Final Draft AGP.
- Roads and schools in the CIP will allow additional approvals.
- At moderate growth rates of 6,000 houses/year, and 9,000 jobs/year, the pipeline and remaining capacity will allow:
 - 8 years of housing growth
 - 13 years of job growth
- The next two maps show the location of potential development that is either approved or can be approved using the current policy area structure and net remaining capacity as shown in the Planning Board's Final Draft AGP.
 - First map shows housing
 - Second map shows jobs

AGP HOUSING PIPELINE

Total: 30,238 Housing Units

Dots indicate relative size of pipeline and remaining capacity.

AGP REMAINING CAPACITY FOR HOUSING

Total: 17,560 Housing Units

Pipeline/Remaining Capacity by Policy Area

Aspen Hill 2,959/(5,139)
Beth CBD 586/797
Bethesda 1,598/2,051
Cloverly 380/(1,565)
Damascus 222/(823)
Fair/W Oak 1,763/(2,124)

G'burg E 3,422/1,623
G'burg W 5,427/3,841
Germantown E 2,201/116
Germantown W 2,366/(776)
Kens/Wheaton 493/2,080
N Bethesda 1,295/1,372

Olney 2,449/30
Potomac 1,442/1,676
Rockville 1,387/2,180
S Spr CBD 2,047/1,335
S Spr/Tak P 201/459

Source: Final Draft 92 AGP, current policy areas; OPP

AGP JOBS PIPELINE

Total: 96,056 Jobs

Dots indicate
relative size of
pipeline and
remaining capacity.

AGP REMAINING CAPACITY FOR JOBS

Total: 21,562 Jobs

Pipeline/Remaining Capacity by Policy Area

Aspen Hill	14/334	G'burg E	10,600/(6,306)	Olney	850/(16)
Beth CBD	3,734/359	G'burg W	22,965/1,497	Potomac	624/2,181
Bethesda	1,054/9,995	Germantown E	2,085/7	Rockville	19,601/(3,689)
Cloverly	100/(185)	Germantown W	8,326/(1,227)	S Spr CBD	9,859/941
Damascus	608/140	Kens/Wheaton	369/6,108	S Spr/Tak P	974/(38)
Fair/W Oak	7,176/(11,660)	N Bethesda	7,117/(1,926)		

Source: Final Draft 92 AGP, current policy areas; OPP

ANNUAL GROWTH POLICY


Montgomery County, Maryland
FY 1992

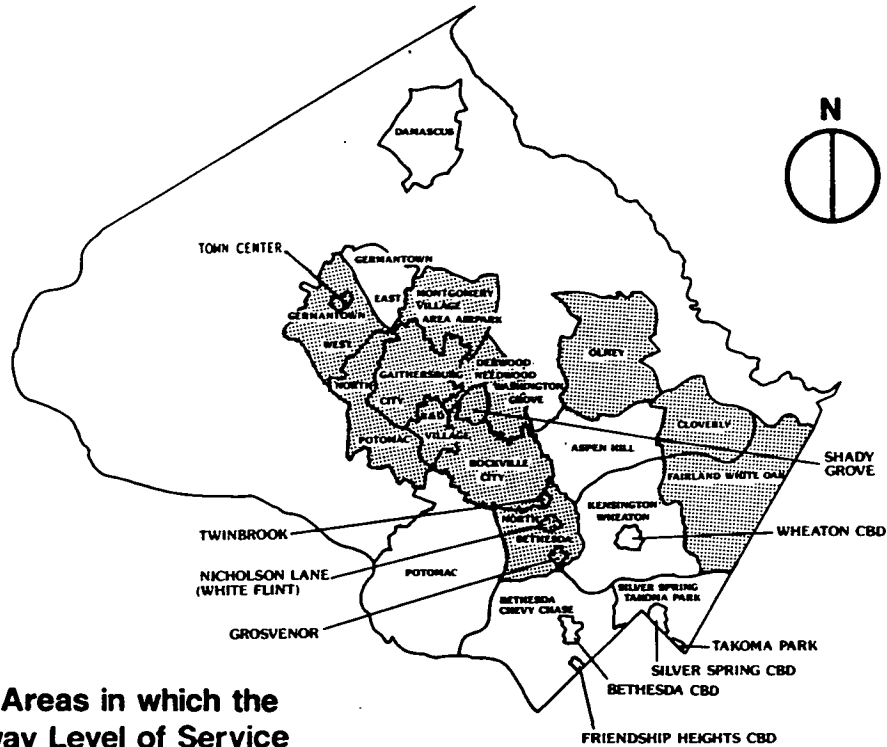
NEW SUBDIVISION POTENTIAL

- The AGP divides Montgomery County into policy areas, each with a known amount of transportation capacity, and a predicted level of traffic flow.
- Additional subdivision approvals will continue where transportation service is adequate.
- In areas where road capacity is inadequate, the County places a moratorium on new approvals for jobs, or housing, or both.
- The next map shows the status of each policy area for FY 92, using the recommended CIP and the new policy area boundaries.


FY92 AGP Recommended

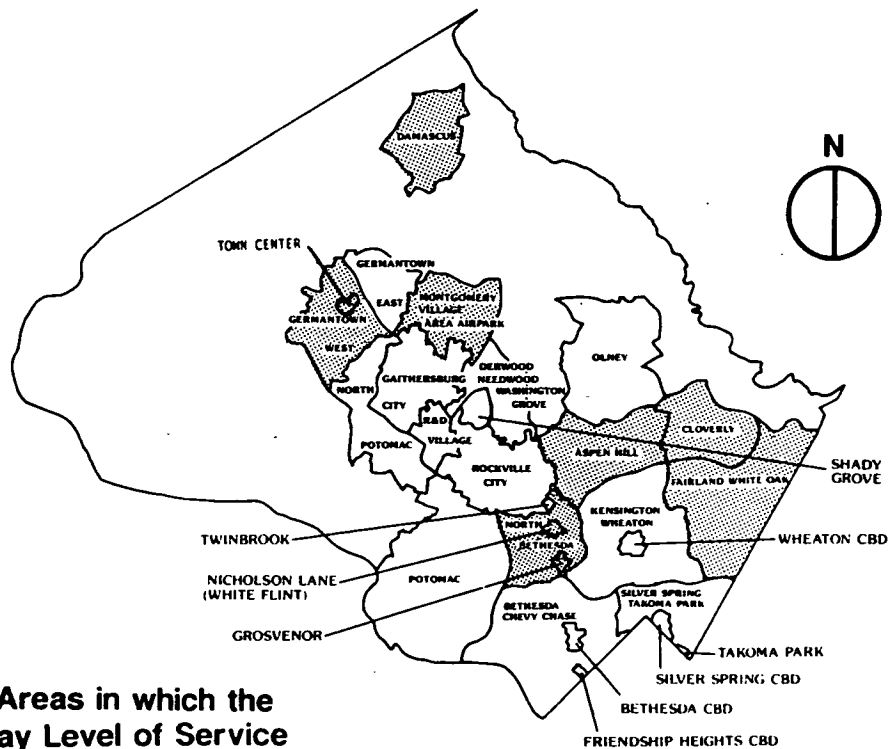
JOBS

 Policy Areas in which the Roadway Level of Service is Inadequate for Jobs- No New Approvals



HOUSING

 Policy Areas in which the Roadway Level of Service is Inadequate for Housing- No New Approvals



ANNUAL GROWTH POLICY

Montgomery County, Maryland

FY 1992

GROWTH LIMITS SHOW LITTLE CHANGE FROM FY 91

The FY 92 Recommended AGP Staging Ceilings are based upon the Executive's transportation recommendations.

- Staging ceilings in Cloverly and Fairland/White Oak are increased by 500 housing units each as a result of the construction of additional lanes to New Hampshire Avenue. Both areas, however, remain in a subdivision moratorium.
- The housing and jobs ceilings are decreased in North Bethesda with the postponement of the construction of the Fernwood bridge over I-270. This will place North Bethesda in a housing subdivision moratorium and it will remain in a jobs subdivision moratorium.

The next table compares the FY 91 and FY 92 ceilings under the current policy area structure, and shows the effect of the Executive's CIP transportation recommendations on the staging ceilings.

The second and third tables show the potential for new subdivision approvals (i.e., remaining capacity) under policy area restructuring. Many policy area ceilings remain the same as under the current policy area structure (e.g. Aspen Hill, Kensington/Wheaton). Other policy area ceilings are new because of the restructuring (e.g. Gaithersburg City, Montgomery Village/Airpark).

Comparison of FY 91 Adopted Ceilings and

FY 92 Ceilings

(Based on Current Policy Area Structure)

Policy Areas	HOUSING			JOBS		
	FY 91	FY 92	FY 92	FY 91	FY 92	FY 92
	Adopted Ceilings [1]	Ceiling Increase	Ceiling [1]	Adopted Ceilings [1]	Ceiling Increase	Ceiling [1]
Aspen Hill	(2,180)	0	(2,180)	348	0	348
Bethesda CBD[2]	1,383	0	1,383	4,093	0	4,093
Bethesda/Chevy Chase	3,649	0	3,649	11,049	0	11,049
Cloverly	(1,685)	500	(1,185)	(85)	0	(85)
Damascus	(601)	0	(601)	748	0	748
Fairland/Whit Oak	(861)	500	(361)	(4,484)	0	(4,484)
Gaithersburg East	5,045	0	5,045	4,294	0	4,294
Gaithersburg West	7,268	0	7,268	21,962	0	21,962
Germantown East	2,317	0	2,317	2,092	0	2,092
Germantown West	1,590	0	1,590	7,099	0	7,099
Kensington/Wheaton	2,573	0	2,573	6,477	0	6,477
North Bethesda	2,667	(2,000)	667	5,191	(1,000)	4,191
Olney	2,479	0	2,479	834	0	834
Potomac[2]	3,118	0	3,118	2,805	0	2,805
Rockville	3,067	0	3,067	13,412	0	13,412
Silver Spring CBD[1]	3,382	0	3,382	10,800	0	10,800
Silver Spg/Takoma Pk	660	0	660	936	0	936
County Wide[3]	39,198	(1,000)	37,198	92,140	(1,000)	91,140

[1] Numbers in column may not sum to Countywide totals because negative numbers in these columns are treated as zero for summation purposes.

[2] Although Net Ceilings are shown for all policy areas, development in Potomac is controlled through Zoning/Water/Sewer constraints, in the Bethesda CBD by the Cordon Capacities established in the CBD Sector Plan, and in the Silver Spring CBD by the Sector Plan.

[3] Group I policy areas (e.g., Clarksburg) are not assigned staging ceilings; thus, they are not included in Countywide totals. In these areas, applications are subject to Transportation Local Area Review, as well as relevant Zoning/Water/Sewer constraints.

Source: Montgomery County Planning Department, Research Division,
December 1990; Office of Planning Policies, December 1990.

HOUSING

County Executive Recommended FY 92 Staging Ceilings

(With Policy Area Restructuring)

January 1990 Base			
	FY 92 Net Ceiling	Pipeline 27-Sep-90	Remain- ing Capacity C=A-B
Policy Areas	A	B	
Aspen Hill	(2,180)	2,959	(5,139)
Bethesda CBD[1]	1,085	585	500
Bethesda/Chevy Chase	3,649	1,599	2,050
Cloverly	(1,185)	380	(1,565)
Damascus	(601)	222	(823)
Derwd/Needwd/Wash Grv	1,800	199	1,601
Fairland/Wht Oak	(361)	1,763	(2,124)
Gaithersburg City	4,850	2,376	2,474
Germantown East	2,317	2,201	116
Germantown West	1,590	2,366	(776)
Kensington/Wheaton	2,573	493	2,080
Mont Village/Airpark	(1,350)	2,663	(4,013)
North Bethesda	667	1,295	(628)
North Potomac	2,200	1,693	507
Olney	2,479	2,449	30
Potomac[1]	3,118	1,442	1,676
R&D Village	50	2,035	(1,985)
Rockville City	3,050	1,387	1,663
Silver Spring CBD[1]	3,382	2,047	1,335
Silver Spg/Takoma Pk	660	201	459
Transit Areas	Ceilings to be set after Transportation Staging Ceilings Analysis is completed		
Friendship Heights CBD			
Germantown Town Center			
Grosvner			
Nicholson Ln (White flint)			
Shady Grove			
Takoma Park			
Twinbrook			
Wheaton CBD			
County Wide[2]	33,470	30,355	14,491

NOTE: NUMBERS IN COLUMN MAY NOT SUM TO COUNTYWIDE TOTALS BECAUSE
NEGATIVE NUMBERS ARE TREATED AS ZERO FOR SUMMATION PURPOSES.

[1] Although Net Ceilings are shown for all policy areas, development in Potomac is controlled through Zoning/Water/Sewer constraints, in the Bethesda CBD by the Cordon Capacities established in the CBD Sector Plan, and in the Silver Spring CBD by the Sector Plan.

[2] Group I policy areas (e.g., Clarksburg) are not assigned staging ceilings; thus, they are not included in Countywide totals. In these areas, applications are subject to Transportation Local Area Review, as well as relevant Zoning/Water/Sewer constraints.

Source: Montgomery County Planning Department, Research Division,
December 1990; Office of Planning Policies, December 1990.

JOBS
County Executive Recommended FY 92 Staging Ceilings
 (With Policy Area Restructuring)
 January 1990 Base

Policy Areas	FY 92 Net Ceiling A	Pipeline 27-Sep-90 B	Remain- ing Capacity C=A-B
Aspen Hill	348	14	334
Bethesda CBD[1]	4,093	3,734	359
Bethesda/Chevy Chase	11,049	1,054	9,995
Cloverly	(85)	100	(185)
Damascus	748	608	140
Derwd/Needwd/Wash Grv	700	3,006	(2,306)
Fairland/Wht Oak	(4,484)	7,176	(11,660)
Gaithersburg City	11,600	14,481	(2,881)
Germantown East	2,092	2,085	7
Germantown West	7,099	8,326	(1,227)
Kensington/Wheaton	6,477	369	6,108
Mont Village/Airpark	(2,100)	3,416	(5,516)
North Bethesda	4,191	7,117	(2,926)
North Potomac	150	254	(104)
Olney	834	850	(16)
Potomac[1]	2,805	624	2,181
R&D Village	10,850	14,707	(3,857)
Rockville City	11,000	17,302	(6,302)
Silver Spring CBD[1]	10,800	9,859	941
Silver Spg/Takoma Pk	1,436	974	462
Transit Areas	Ceilings to be set after Transportation Staging Ceilings Analysis is completed.		
Friendship Heights CBD			
Germantown Town Center			
Grosvner			
Nicholson Ln (White flint)			
Shady Grove			
Takoma Park			
Twinbrook			
Wheaton CBD			
County Wide[2]	86,272	96,056	20,527

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[2] Group I policy areas (e.g., Clarksburg) are not assigned staging ceilings; thus, they are not included in Countywide totals. In these areas, applications are subject to Transportation Local Area Review, as well as relevant Zoning/Water/Sewer constraints.

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 December 1990; Office of Planning Policies, December 1990.